

NATIONAL SECURITY COUNCIL INTELLIGENCE COMMITTEE WORKING GROUP

Draft Minutes of the Fifteenth Meeting
1400 Hours, October 22, 1975
White House Situation Room

Chairman: Lt. Gen. Brent Scowcroft, Deputy Assistant to the President
for National Security Affairs

Members present: Mr. James E. Goodby, Department of State
(representing Mr. George S. Vest, Director,
Bureau of Politico-Military Affairs)
Mr. William N. Morell, Special Assistant to the
Secretary of the Treasury for National Security
Mr. Robert Ellsworth, Assistant Secretary of
Defense (International Security Affairs)
Mr. Richard Ober, NSC Staff, Director for
Intelligence Coordination
RADM Robert P. Hilton, JCS (representing Lt. Gen.
John H. Elder, J-5, Plans and Policy)
Lt. Gen. Samuel V. Wilson, D/DCI/IC

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Briefer: [redacted] NIO/Middle East

Others present: Mr. Charles C. Floweree, with Mr. Goodby
Mr. Anthony Cordesman, with Mr. Ellsworth

25X1A9a RADM Donald Harvey, with RADM Hilton

25X1A9a [redacted] with Gen. Wilson

25X1A9a [redacted] Executive Secretary

Lieutenant General Brent Scowcroft opened his first meeting as Chairman of the NSCIC Working Group with some brief remarks about the importance of the NSCIC and its Working Group in expressing and representing the views of intelligence consumers, particularly in this period of review of the Intelligence Community. He stated his belief that, no matter what restructuring of the Intelligence Community and related Executive branch entities, the NSCIC would continue in some form.

NSC Declassification/Release Instructions on File

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Agenda Item 1: Approval of the Minutes of the July 2 Meeting

The draft minutes were approved.

Mr. Ellsworth stated that the minutes could be more helpful:

- if they were to include:
 - positions taken at the meeting by individual members,
 - texts of any briefings presented and copies of visual aids used,
 - status reports on old business which require continued staffing, and
- if they were circulated within one week of the meeting.

Mr. Ellsworth also requested that the agenda be distributed two to three weeks before the meeting.

General Scowcroft added that the minutes should also reflect any tasks which are outlined at the meeting.

It was generally agreed that these suggestions would be adopted.

Agenda Item 2: Arab-Israeli Problem: A Briefing by the NIO/Middle East

General Scowcroft introduced [REDACTED] the NIO for the Middle East, who gave a briefing on the Intelligence Community's efforts since the 1973 Arab-Israeli War to improve its analysis and reporting on the Middle East.

[REDACTED] began by saying that when he became the NIO for the Middle East two years ago, there was a need to develop a solid underpinning of research and to concentrate on military analysis. The most recent effort in this area was National Intelligence Analytical Memorandum (NIAM) 35/36-2-75: Arab-Israeli Hostilities published in June 1975. It reflects Community-wide input and is regarded as the core of the Community's research effort. It has been labeled as very useful by those in contingency planning and has been drawn on to provide input to several National Security Study Memoranda (NSSMs).

The Arab-Israeli Handbook, an analytical reference aid published annually, provided the statistical input to the NIAM.

Several Special National Intelligence Estimates (SNIEs) have been produced to focus on and try to come to grips with the problem of "intention". The effort to solve the "intent" problem has been expanded to include different parts of the Intelligence Community and the use of new analytical methodologies, particularly Bayesian analysis.

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In the spring, CIA's Office of Political Research (OPR) published a Research Study entitled "The Arab World in the 1980's" which looks at the political environment. In response to a request from Mr. Ellsworth, a companion study has been started to look at the military balance in the Arab world of the 1980's.

General Scowcroft commented that the practical problem currently facing policy makers is how to deal with Israeli arms requests. A crucial factor in U.S. response will be the perception of the military balance in the Middle East over the next 10 years. Therefore, the consumer needs exactly the kind of help such a paper would provide.

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According to [redacted] the Alert Memoranda is a difficult mechanism to use in the area of Middle East reporting because a crisis of one kind or another always exists and the subject is so well covered in the daily publications.

Mr. Ellsworth complimented the CIA on its work and encouraged more cooperative efforts on these problems. He raised the difficulty the consumer has when too many different kinds of reports come to him at once. To solve this problem, he suggested that reports should include the dates of the source material and drafting period, and should be related to other products published about the same time. He also recommended that a summary overview of the Middle East area be presented on a weekly basis.

*in particular
critical times?*

General Scowcroft commented that the Alert Memoranda mechanism should be used judiciously to ensure that the Intelligence Community has the consumer's attention when it really wants it. He suggested that follow-ups to Alert Memoranda should be issued to "alert" the consumer to relax. General Wilson agreed with this suggestion.

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When [redacted] concluded his briefing, Mr. Morell commented that while he could only speak to economics, he believed that the Intelligence Community's special studies were very helpful. He thought it would be useful to allow consumers to see terms of reference for or drafts of papers prior to publication, not to lessen CIA's objectivity, but to give the intelligence producer the benefit of the information known to the policymaker.

Agenda Item 3: NSCIC Working Group Terms of Reference

General Scowcroft informed the members that their comments on the draft Terms of Reference for the Working Group which were distributed last May had been taken into account in the revised version which was being passed out to them. He indicated that the Working Group should not adopt the Terms of Reference until a new charter for NSCIC is available. In the interim, he suggested that the members review the revised draft. He requested that after their review the members forward any comments to him.

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Agenda Item 4: Status Report on the Intelligence Evaluation Project

General Scowcroft asked Mr. Ober to present the status report on the Intelligence Evaluation Project.

Mr. Ober recounted that at its July 2 meeting the Working Group had given tentative approval to a limited pilot study to evaluate current intelligence product from the consumer's viewpoint. A panel was established, members were selected and several formal and informal meetings were held. Because of a divergence of views on the approach to be taken, it was decided to return to the Working Group before proceeding.

General Wilson had suggested in his March Work Program that a subcommittee be formed to explore procedures for conducting a consumer evaluation of a broader span of intelligence products. Mr. Ober's approach as presented in July was more limited: to conduct a consumer evaluation project focused on a small number of current intelligence dailies. This project would be a stepping stone to others covering weeklies, estimative products, specialized reports, etc.

To date, the panel has identified consumers, which of the publications chosen they receive and a technique for conducting the evaluation. The plan is to survey the consumers once for general impressions on a given publication and as often as possible (one or more times per week) for specific comments on a given article or articles. Because of variations in readership and intelligence handling within the organizations involved, some briefers will have to be surveyed and some surveying will have to be done indirectly.

The Working Group must decide whether to go ahead with this approach, return to General Wilson's March suggestion or consider a more detailed approach from Defense which would survey the consumer himself as well as an expanded list of publications.

To Mr. Goodby's question on duration of the project, Mr. Ober replied that the project should include one month of surveying and six to eight weeks to analyze the responses and write the final report.

Mr. Ellsworth agreed that a 90-day framework was very desirable. He went on to say that senior consumers in Defense do not rely on the five dailies. Since these consumers regard other products as current intelligence, he thought it important for the survey to find out what the consumer considers current intelligence to be. He reported that Defense is working with JCS on a survey to get an overview of consumer attitudes on current intelligence followed by an overview of consumer attitudes on substantive issues. A lot of the work done by Mr. Ober is being used in this survey. He further suggested that each organization should tailor the survey to its needs.

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As a "consumer" of the results of this project, General Wilson remarked that after determining what the consumer wants, feedback on how policy makers think their particular area is being handled would be most useful. Mr. Ober gave assurances that such information would be in the final report as a result of the questionnaire which would focus on specific articles.

Admiral Hilton remarked that he found the survey difficult to complete. He was assured by Mr. Ober that the lengthy survey was to be administered only once and that a shorter questionnaire would be used as follow-up.

General Scowcroft stressed that response will be small if participation in the project becomes a chore. The panel must develop its survey to help the consumers to answer. Mr. Ober indicated that he hoped the panel member would be able to work out a dialogue with the consumer or his assistant. This close communication would aid the consumer.

General Wilson offered to have three or four questions on tear out sheets put in the publications if this would be of value.

*Ellsworth
said he didn't
want to do
something
more elaborate
than this*

In response to Admiral Hilton's statement that the consumer's briefing must be evaluated, Mr. Ober stressed that this evaluation would be a two step process: evaluation of what goes into the briefing and the consumer's reactions to it. General Scowcroft and Mr. Ellsworth agreed with this approach.

Mr. Ellsworth said that the concept of a pilot project will not go in Defense, but rather this must be a very substantial effort from the beginning. The program should be carefully developed before the project is launched. Defense is prepared to do this.

Mr. Ober responded that the project he suggested was "pilot" in the sense that it is an initial effort dealing with a manageable amount of publications. He suggested that Defense develop a detailed plan which the Working Group could consider at its next meeting. Mr. Ellsworth agreed.

General Scowcroft said that the Working Group must sign off on a detailed program outline before the project is launched. He stressed the importance of such a project which is really key to the Working Group's purpose.

Agenda Item 5: Discussion of "A Guide to the Intelligence Community's Production Organizations and their Products" and its Distribution

General Wilson stated that this document was put together and published in response to a Working Group request last Spring. While suggestions have

been made since then to make the document more comprehensive, the Intelligence Community Staff wanted to get this one out and in use and then consider suggestions for changes in the next version.

Mr. Ellsworth indicated that he had already forwarded specific comments to Mr. Ober and General Wilson.

General Scowcroft called the guide a useful document for consumers.

The members requested the numbers of copies needed for distribution to consumers within their organizations.

Agenda Item 6: Proposals for New Business

Before considering proposals for new business, General Scowcroft asked General Wilson to report on some old business.

General Wilson said that the Perspectives, Objectives and Key Intelligence Questions (KIQs) for FY-1976 had recently been approved by USIB and distributed to NSCIC Principals and Working Group members. Comments from the Working Group members were considered in drafting the final versions, although not all suggestions could be accommodated.

On the problem of expressing uncertainties, General Wilson cited a new NIE 11-3/8-75 on Soviet Forces for Intercontinental Conflict Through the Mid-1980's which will soon be considered by USIB as reflecting improvements in this area, particularly concerning technical uncertainties. General Wilson reported that he has requested that a study be done by CIA's OPR to define further the expression of uncertainties. He also gave the titles of two articles on this subject:

- "Words of Estimative Probability" by Sherman Kent from Studies in Intelligence, and
- Handbook of Bayesian Analysis for Intelligence by CIA/OPR.

Under new business, General Wilson distributed copies of an Intelligence Community Staff study entitled "A Report on Intelligence Alert Memoranda" which evaluates how well this mechanism has served the Community and the high-level consumer.

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General Wilson then brought two recent publications to the members' attention:

- CIA's Research Study - Chinese Politics and the Sino-Soviet-US Triangle, and
- DIA's Analytical Memorandum - Soviet Support for Wars of Liberation

He indicated that the authors were ready to brief the group or respond to any questions or comments.

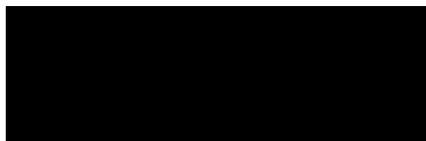
Mr. Ellsworth requested that a bibliography of NIEs, SNIEs and NIAMs be prepared by the next meeting. General Wilson said it would be done.

Mr. Ellsworth complimented the IC Staff on its use of the DKIQs in developing the KIQs. He indicated that he would like to have a study done on the KIQ process including the cost-effectiveness of the system and would send a letter to General Scowcroft detailing this request.

Mr. Morell suggested that, in light of suggestions from the Murphy and Rockefeller Commissions and the Congress, the Working Group consider what its priority objectives should be.

General Scowcroft said that was a good idea and indicated that a good place to start would be the product evaluation project which was discussed today.

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Executive Secretary
NSCIC Working Group